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STRENGTHENING THE UNITED NATIONS MACHINERY FOR DRUG CONTROL

Note by the Secretary-General

Pursuant to Economic and Social Council resolution 1997/37 of 21 July 1997, the Secretary-General has the honour to submit to the Commission on Narcotic Drugs at its forty-second session the attached report on the meeting of the High-level Expert Group to Review the United Nations International Drug Control Programme and to Strengthen the United Nations Machinery for International Drug Control, held at Vienna from 22 to 24 April and from 29 June to 3 July and in New York from 26 to 30 October 1998.

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Report on the meeting of the High-Level Expert Group to Review the United Nations International Drug Control Programme and to Strengthen the United Nations Machinery for Drug Control, held at Vienna from 22 to 24 April and from 29 June to 3 July and in New York from 26 to 30 October 1998

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I. INTRODUCTION

1. The Expert Group convened by the Secretary-General pursuant to Economic and Social Council resolution 1997/37 of 21 July 1997, entitled"Review of the United Nations International Drug Control Programme: strengthening the United Nations machinery for international drug control within the scope of the existing international drug control treaties and in accordance with the basic principles of the Charter of the United Nations", held its first and second sessions in Vienna from 22 to 24 April and 29 June to 3 July and its third and final session in New York from 26 to 30 October 1998. As requested by the Council in the same resolution, the Secretary-General submitted to the General Assembly at its twentieth special session, on the World Drug Problem, in June 1998, a progress report on the issues identified by the Expert Group. In its resolution 1997/37, the Council also requested the Secretary-General to prepare a final report based on the work of the Expert Group, taking into account the views expressed during the special session of the General Assembly, on how to strengthen the United Nations machinery for international drug control, to be submitted to the Commission on Narcotic Drugs at its forty-second session, in 1999. The list of participants is contained in annex I to the present report.

2. The Expert Group examined the contemporary drug situation, the institutional framework for international drug control, financing arrangements for UNDCP and the enabling legal framework for drug control, taking into consideration the outcome of the twentieth special session of the General Assembly. The Expert Group crafted its recommendations with the objective of assisting the international community and strengthening the capacity of the United Nations International Drug Control Programme (UNDCP) in the implementation of the targets and objectives adopted by the General Assembly at its twentieth special session.

II. CONCLUSIONS AND RECOMMENDATIONS

3. The Expert Group convened pursuant to Economic and Social Council resolution 1997/37 has examined the progress and functioning of the international drug control system since the establishment of UNDCP, as well as major issues and trends in drug control. In order to identify measures to strengthen future international cooperation to deal with the world drug problem, the Expert Group has directed its attention, in particular, to critical questions of governance, resources, the institutional framework, inter-agency cooperation and coordination, and evaluation of the activities of the UNDCP.

4. At its second and third sessions, the discussions of the Expert Group took into account the comprehensive and balanced approach advocated by the General Assembly at its twentieth special session in dealing with the world drug problem, and the significant new mandates that had emanated from that session of the Assembly. The increased demands that the mandates placed on UNDCP in particular and the United Nations system generally were factored into the consideration by the Expert Group of the various issues.

5. The Expert Group recognizes that drug abuse and illicit trafficking remain serious global problems and that progress in reducing or eliminating them requires major and consistent efforts by the United Nations system, States and the international community as a whole. The Expert Group expresses its disappointment that not all agencies of the United Nations system have taken strong action against drug abuse and illicit trafficking, nor have they coordinated their drug-related activities in an effective way. Enhancing the capacity of the United Nations system to respond more effectively to the problem, so as to improve long-term prospects for drug control, has been a key concern to the Expert Group. In that regard, there are several courses of action, previously proposed, that remain valid. The Expert Group, however, has been guided by the need to strengthen existing mechanisms and to find different, innovative ways to enhance the capacity of the United Nations system for drug control. The Expert Group submits the conclusions and recommendations below for consideration by the Secretary-General.

A. Strengthening the financing of UNDCP

1. Core budget and voluntary funding

6. The Expert Group recognizes that the fragile funding situation of UNDCP has limited its operational capacity. UNDCP is not able to fund all approved projects and also fulfil its mandate due to lack of funding.

7. The Expert Group recommends that:

(a) A larger share of the regular budget of the United Nations should be allocated to UNDCP. Currently the regular budget accounts for less than 10 per cent of the budget, an unhealthy imbalance that should be corrected through a gradual process of increasing the appropriations of the regular budget;

(b) A more vigorous effort should be made to broaden the donor base by targeting developed and middle-income countries, which are not at present contributing significantly to the Fund of UNDCP, in order to assist UNDCP in meeting its mandates, particularly those arising from the twentieth special session of the General Assembly. Increased contributions from a greater number of Member States would also enhance the sense of ownership of UNDCP.

2. Predictable funding and planning

8. There is a need to move towards a more predictable and secure financial base for UNDCP to ensure that there is sufficient funding in place from year to year for planned programme activities. In addition to augmenting the share of the regular budget of the United Nations to UNDCP, there is an urgent need for a significant increase in voluntary contributions, especially unearmarked resources, to the Fund of UNDCP. To accomplish this, the Expert Group recommends that:

(a) A multi-year, result-based UNDCP budget should be introduced, as a new, integrated programme funding and budgeting mechanism;

(b) The new budget should be based on the aggregated performance and results of the previous three years. A special analysis should be done on the follow-up of the work programme of UNDCP. The budget should also specify the programme for the coming three years and identify the expected outcome;

(c) The Commission on Narcotic Drugs should approve the budget every third year and evaluate the implementation in the intervening years;

(d) During the session of the Commission, Member States should make a firm funding commitment to the Fund of UNDCP for the first year, and those States able to do so should also give a firm or indicative amount for each of the following two years;

(e) In the period leading to the presentation of the three-year budget to the Commission, the Secretariat should undertake consultations with the donors, individually and as a group, to discuss:

(i) How funding for the budget will be achieved and shared;
(ii) How the unearmarked component of the contributions can be significantly increased.

3. Creation of a global drug facility

9. The Expert Group recommends that a global drug facility be created along the lines of the Global Environment Facility. The World Bank, regional development banks and interested donor countries should provide a one-time grant for constituting the core fund for the creation of such a facility. The core fund should be leveraged for raising additional resources from the market.

10. The management of the core fund and the market borrowings should be entrusted to a trust to be constituted by UNDCP and the World Bank, in cooperation with contributing regional development banks.

11. Programmes of a pilot nature, easily replicable and with a multiplier or "catalytic" effect, should be financed as grants from the core fund. Other programmes could be financed as loans to countries that will service their debt on terms that can sustain effective market borrowing and efficient financial intermediation. A combination of grants and loans to the recipient countries would enable UNDCP programmes to have the desired multiplier effect. Those grants and loans would also enable UNDCP to sustain a high level of operational activities, a level commensurate with the diversity and scale of the programmes required for effective action in the field of drug control.

12. The Secretary-General of the United Nations and the Executive Director of UNDCP should engage in immediate dialogue with the management of the World Bank and other regional development banks, as well as member States of those banks, to enable them to submit detailed proposals on this matter to the Commission on Narcotic Drugs at its forty-second session. The Executive Director could be assisted by a core group of three members to facilitate his interaction with the banks, member States and to prepare detailed proposals for the constitution and the implementation of the global drug facility.

4. Engaging multinational corporations and private endowments

13. The social dimension of the drug problem calls for action by private endowments and the private sector. In the work place, problems arising from drug abuse and associated disease and crime have an adverse impact on the labour force, the business climate and profitability. The Expert Group accordingly recommends that:

(a) Further efforts should be undertaken to seek funds from private endowments and multinational corporations;

(b) The Executive Director of UNDCP should establish an advisory group composed of eminent personalities, particularly from the private sector, as part of a new strategy aimed at mobilizing resources from the private sector and non-governmental organizations. That would contribute to an increased awareness of the drug issue and broader knowledge of UNDCP strategies and priorities.

B. Enhancing the functioning of the Commission on Narcotic Drugs

14. The Expert Group notes that the broad spectrum of complex and sensitive issues considered by the Commission has significantly increased since the establishment of UNDCP. The additional mandates stem, in particular, from the outcome of the seventeenth and twentieth special sessions of the General Assembly. In addition to the expanded normative functions, the General Assembly entrusted the Commission in 1991 with administrative and budgetary functions related to the biennial programme budget of the Fund of UNDCP.

15. The Expert Group recommends that the normative functions of the Commission be made distinct from its role as a governing body of UNDCP. To that effect, it recommends that each session of the Commission be organized in a structure with three tiers (ministerial-level, normative and operational) as follows:

(a) In order to maintain the political momentum to deal with the world drug problem, which emerged at the twentieth special session of the General Assembly, it is important to have a ministerial-level segment. This segment would deal with a special theme, providing ministers with a forum in which to exchange views on experiences at the national and international levels;

(b) During the normative segment, the Commission would discharge its treaty-based and normative functions and address itself to the emerging drug control issues;

(c) In the operational segment, the Commission would exercise its role as the governing body of UNDCP and consider issues related to the provision of policy guidance to UNDCP during the inter-sessional period.

16. The Expert Group recommends that the bureau of each session of the Commission be elected on the last day of the previous session in order to provide a full year for the preparation of the coming session.

C. Enhancing the functioning of the International Narcotics Control Board

17. The Expert Group recognizes the crucial role of the International Narcotics Control Board (INCB) in monitoring the implementation of the international drug control treaties. At the same time, it notes with concern the growing constraints resulting from the limited resources available to discharge the responsibilities of INCB, particularly those emanating from the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988 and the outcome of the twentieth special session of the General Assembly.

18. The Expert Group recommends that:

(a) Member States take urgent action in the Commission to adopt the amendments for strengthening the control measures contained in the 1961 and 1971 Conventions, as proposed by INCB and endorsed by the Economic and Social Council;

(b) Closer cooperation and coordination be fostered between INCB and UNDCP with a view to taking full advantage of the potential synergies;

(c) In the selection of candidates for appointment to the Board, Member States should take fully into account the multidisciplinary expertise needed to ensure the effective discharge of the responsibilities of INCB;

(d) In allocating resources for drug control activities, the Secretary-General should ensure that sufficient resources are allocated to INCB to allow it to carry out all its mandates.

D. Governance of UNDCP

19. The Expert Group recommends that an extended bureau be established to provide policy guidance to UNDCP in the inter-sessional period of the Commission. The extended bureau would meet at the request of the Chairman of the Commission, who would serve as chairman of the bureau. The Executive Director of UNDCP could request the convening of the extended bureau, following

consultation with its chairman.

20. The Expert Group recommends that:

(a) The extended bureau be composed of the five members of the bureau of the Commission and 11 representatives, with the objective to ensure a balance between donor and recipient countries. The 11 members of the extended bureau will be elected by the Commission. Their term of office will be two years. As for the members of the bureau of the Commission, the rules applicable to their term of office will apply;

(b) The extended bureau should not exceed 16 members, in order to ensure its effectiveness as an advisory body of the Commission;

(c) To facilitate the work of the Commission, the extended bureau should undertake, together with UNDCP, an initial review of the biennial reports of States, requested in paragraph 20 of the Political Declaration adopted by the General Assembly at its twentieth special session (Assembly resolution S-20/2, annex, of 10 June 1998). A report containing an analysis and recommendations for action by the Commission should be submitted by the extended bureau.

21. The legitimacy and authority of the Commission will not be affected by the functioning of the extended bureau in the inter-sessional period. The Commission will continue to review and vet the policy and operational activities of UNDCP at its annual session and approve the budget of the Fund of UNDCP.

E. Framework for inter-agency cooperation and coordination

1. United Nations System-wide Action Plan on Drug Abuse Control and the United Nations Development Assistance Framework

22. Having taken note of reports and presentations by the Secretariat, the Expert Group finds that the United Nations System-wide Action Plan on Drug Abuse Control has failed to meet its objectives, as highlighted in a recent unfavourable evaluation. In view of the above, the Expert Group recommends the following:

(a) Action should be taken as a matter of urgency on the recommendations listed in the 1998 evaluation presented to the Administrative Committee on Coordination (ACC) Subcommittee on Drug Control, so that the System-wide Action Plan might develop into a strategic planning tool for United Nations system-wide collaboration on drug control;

(b) As a complementary measure at the country level, drug control should be included as a factor in the formulation of the United Nations Development Assistance Framework (UNDAF).

2. Cooperation with agencies in the field of demand reduction

23. In the context of demand reduction, especially regarding the action plan being developed to further the implementation of the Declaration on Guiding Principles of Drug Demand Reduction, adopted by the General Assembly at its twentieth special session (Assembly resolution S-20/3 of 10 July 1998), and other initiatives for demand reduction, UNDCP should consult the Joint and Co-sponsored United Nations Programme on Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome (UNAIDS), the United Nations Children's Fund (UNICEF), the International Labour Organization (ILO), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the World Health Organization (WHO) and other interested agencies in dealing more effectively with the world drug problem.

24. The Expert Group recommends that Member States ensure that the drug issue is regularly included in the agenda of the governing bodies of those agencies.

3. Cooperation between UNDCP and the United Nations Development Programme

25. Given the important function of the United Nations Development Programme (UNDP) in promoting economic and human development, as well as its special role as coordinator and catalyst within the United Nations system, a significant increase in cooperation between UNDCP and UNDP is indispensable for the success of drug control. Accordingly, the Expert Group recommends the following:

(a) Drug-related indicators should be included in the UNDP human development index, as drug abuse affects the quality of life;

(b) In providing development assistance, UNDP and its executive board should ensure that UNDP resident representatives, in their role as United Nations coordinators, should give higher priority to the reduction of the demand for and supply of illicit drugs in view of the effect of drug abuse and trafficking on economic and human development;

(c) In accordance with the letter and the spirit of the twentieth special session of the General Assembly, UNDCP and UNDP should more actively seek to establish a close partnership in the reduction of the demand for and supply of illicit drugs. UNDCP and UNDP should agree to implement projects related in particular, but not exclusively, to alternative development programmes focusing on integrated rural development and poverty eradication;

(d) The Expert Group encourages cooperation with other United Nations agencies working in the field of development in implementing alternative development programmes.

4. Cooperation with international financial institutions

26. The Expert Group recommends that closer cooperation be forged between financial institutions for development and UNDCP in order to secure enhanced cooperation in resolving drug-related problems.

27. The international financial institutions, particularly the World Bank, regional development banks and other multilateral agencies should:

(a) Accord higher priority to funding programmes in areas that relate to the demand and supply side of the drug problem, particularly in their lending programmes related to education, health care, alternative development, social sector development and poverty alleviation;

(b) Undertake periodic consultations with UNDCP during the course of finalizing the country lending strategy so that programmes in the field of drug control receive attention and funding commensurate with the scale of the problem;

(c) Undertake joint implementation and monitoring of development programmes related to the field of drug control with the involvement of UNDCP;

(d) Encourage Member States to pursue sound banking and financial practices, including the enactment and implementation of legislation against money-laundering, in line with the recommendations of the Financial Action Task Force and the model laws prepared by UNDCP.

28. The Expert Group recommends that the Executive Director of UNDCP should:

(a) Hold periodic consultations with the international financial institutions with a view to promoting cooperation with those institutions and encouraging them to give the requisite priority in their lending programmes to those activities that have a direct or indirect bearing on drug-related problems;

(b) Report on the outcome of those consultations to the Commission on Narcotic Drugs at its annual session and seek its guidance on further initiatives to be taken for strengthening cooperation with financial institutions;

(c) Develop a strategy for enhancing awareness of the synergy of action between drug-related programmes and other development programmes in order to achieve an integrated approach to economic and human development.

F. UNDCP operations

1. Communication strategy

29. In order to project more effectively the multidimensional character of the international struggle against drugs and the follow-up to the twentieth special session of the General Assembly, the information strategy of UNDCP should be further strengthened. The strategy should provide for the sharing of success stories, and communicate in a more analytical manner the results achieved at both the national level and the international level. The Expert Group recommends that UNDCP develop a communication strategy for promoting awareness of its capacity as a centre of excellence to be used by other United Nations agencies, as well as to ensure political and financial support among Member States.

30. The Expert Group invites the Office of Communications and Public Information of the Secretariat to participate more actively in disseminating information on the world drug problem.

2. Evaluation

31. In order to monitor the impact and sustainability of its programmes more effectively, UNDCP should revise its evaluation methodology so that it will focus more on the medium-term and, if possible, long-term effects of projects rather than on the completion of the project process. There should be external participation both in the establishment of suitable benchmarks and indicators for this and in subsequent evaluation activity.

III. THE CONTEMPORARY DRUG SITUATION

32. The Expert Group reviewed the contemporary drug situation. It considered documents prepared by UNDCP on trends in the illicit traffic and on the monitoring by INCB of the licit trade in narcotic drugs, psychotropic substances and precursors, as well as oral presentations (see annex II). The Expert Group concluded that current trends caused grave concern and made a more vigorous response from the United Nations system and its Member States essential.

IV. ENABLING LEGAL FRAMEWORK

33. The Expert Group recognized the importance of the international drug control treaties, which constituted the legal framework for international cooperation in countering the world drug problem. It accordingly emphasized that it was important for Governments to ratify, or accede to, and to implement the treaties. The Expert Group also stressed that it was important for UNDCP to continue to provide, as a matter of priority, assistance to States to adapt their national laws and policies to enable them to apply the provisions of the treaties.

34. The Expert Group considered that, while assessing the adequacy of the treaties fell outside the scope of its mandate, there were several critical issues affecting the international drug control regime that needed to be dealt with as a matter of priority. One such issue was the capacity of the Commission to fulfil its treaty functions. The Expert Group noted that the Commission had not yet dealt with some topical drug control issues that had been widely covered in the media, including the implementation of projects on the prescription of heroin to drug addicts and the changing perception and increased tolerance of drug abuse in societies. It was considered that the proposed changes in the working procedures of the Commission would enable it to fulfil its treaty functions more effectively and address the new mandates arising from the twentieth special session of the General Assembly, particularly the follow-up to the Declaration on Guiding Principles of Drug Demand Reduction.

V. STRENGTHENING THE FINANCING OF UNDCP

35. The General Assembly, when establishing UNDCP, expected it to rely on resources available from the limited appropriation from the regular budget of the United Nations for drug control and from voluntary contributions for operational activities. The Expert Group noted that that had led to the current situation, whereby about 10 per cent of the funds available came from the regular budget of the United Nations and another 20 per cent came from the general purpose funds through voluntary contributions. Earmarked funds constituted over 70 per cent of the budgetary resources of UNDCP. That arrangement impaired the flexibility of UNDCP to plan and undertake its programmes in a manner that enabled it to meet its objectives. The Expert Group noted that UNDCP was currently underfunded. UNDCP was not able to fulfil its mandate as a result of serious deficiencies in funding arrangements, which impaired the efficacy and quality of its programmes. Serious constraints, particularly the lack of predictability in the financing arrangements, made long-term planning difficult. The Expert Group considered that there was a clear need to significantly improve inter-agency funding arrangements in order to augment overall resource availability and bring about greater adaptability and flexibility for enhancing the capacity of UNDCP.

36. To enable UNDCP to fulfil its vital functions, particularly to lead the implementation of the resolutions adopted by the General Assembly at its twentieth special session, the Expert Group concluded that UNDCP should be able to rely on a critical mass of predictable and increased funding. To achieve that objective, the Expert Group recommended the elaboration of a new funding strategy, based on two pillars.

37. The first pillar would be the establishment of a multi-year, result-based budget, the main purpose of which would be to consolidate the programme and the programme support budget into a new, integrated three-year cycle that would link funding to expected results. The programme cycle would be extended from two to three years in order to limit the administrative burden on the Secretariat. One crucial element in the development of the result-based budget for UNDCP would be to develop indicators for measuring programme results and their sustainability.

38. The second pillar would be the new pledging mechanism. One of the main objectives of the new funding strategy would be to involve the member States more actively in the mobilization of resources. Another objective would be to broaden the donor base. To that effect, UNDCP would be invited, prior to the adoption of its budget, to consult with member States in order to obtain an overview of potential pledges. The Expert Group considered that UNDCP should arrange a special meeting for donors, to be held in parallel with the session of the Commission on Narcotic Drugs, to discuss the issue of burden-sharing among donors. The pledges to finance the budget might contain earmarked as well as un-earmarked contributions. An increase of the unearmarked component of the budget should be an important objective. Member States should be encouraged to give indications of their contributions for more than one year. The Expert Group was informed that the executive boards of UNDP, UNICEF and the United Nations Population Fund (UNFPA) were considering the introduction of a similar funding system.

39. The Expert Group considered that UNDCP should examine innovative means of financing so as to increase resources available to the Programme, with the assurance of greater predictability, flexibility and enhanced portfolio quality. These could be achieved by fostering greater partnership between the World Bank, regional development banks and UNDCP to enhance financial support for drug control. The Executive Director of UNDCP, with the support of member States, was invited to seek credible arrangements with the World Bank, in order to ensure that it accords a higher priority to drug issues in its lending programme and to take up collaborative projects with UNDCP. Another initiative was to establish a closer partnership with corporate institutions. The recent case of an endowment from the Turner Foundation should be taken as an example and further efforts should be made to replicate that success with other potential corporate institutions.

40. The Expert Group discussed the issue of confiscated assets derived from drug trafficking as a supplementary source of funding. It was indicated that, among other factors, the slow judicial process in adopting and implementing legislation leading to the confiscation of such assets did not leave much scope for increased resources being provided to the Fund of UNDCP in the short term. Similarly it had been difficult to operationalize the concept of swapping official debts for investment in alternative development.

A. Cooperation with international financial institutions

41. The complexity and scale of the programme to be implemented by UNDCP to combat the drug problem made the forging of closer cooperation between development financial institutions and UNDCP of paramount importance.

42. The World Bank, regional development banks and other multilateral agencies had so far not accorded the requisite priority in funding programmes that relate to the demand and supply side of the drug problem. It was well recognized that illicit drugs affected the quality of life. Accordingly, integrated action for overall economic and social development should also encompass drug-related problems. It was therefore essential for the World Bank, the regional development banks and other

multilateral agencies to accord high priority to funding programmes in areas that related to the demand and supply side of the drug problem, particularly in their lending programmes that concerned health, education, alternative development, social sector development and poverty alleviation.

43. Those institutions should set up a mechanism for undertaking regular consultation with UNDCP, prior to finalizing their annual country lending strategy so that programmes in the field of drug control receive attention and funding commensurate with the scale of the problem. Given UNDCP's record in implementing projects, joint implementation and monitoring of development programmes in the field of drug control by the financial institutions and UNDCP would be mutually beneficial.

44. In accordance with the recommendations of the General Assembly at its twentieth special session, financial institutions should also encourage Member States to pursue sound banking and financial practices, as well as enactment and implementation of legislation against money-laundering. UNDCP and other organizations that have expertise in that field should make technical assistance available to their member States on request.

45. The Executive Director of UNDCP should hold periodic consultations with the international financial institutions with a view to promoting cooperation with those institutions along the lines outlined above and should encourage them to give the requisite priority in their lending programmes to activities that have a direct or indirect bearing on drug-related problems. Given the importance of the subject, the Executive Director should submit to the Commission on Narcotic Drugs at its annual session a report on the outcome of those consultations and seek its guidance on further initiatives to be taken for strengthening cooperation with the financial institutions.

46. It was also necessary to develop a strategy that would enhance awareness of the synergy of action between drug-related programmes and other development programmes in order to achieve an integrated approach to economic and human development.

B. Creation of a global drug facility

47. There was need for innovative means of financing to be devised in order to substantially augment the funding of UNDCP. Various alternatives were discussed. The Expert Group was impressed by the Global Environment Facility, a mechanism created some time earlier to deal with problems of the environment. It was considered opportune to recommend the creation of a global drug facility, to be structured along the lines of the Global Environment Facility. The World Bank, regional development banks and interested donor countries should provide a one-time grant for constituting the core fund for the creation of the global drug facility. The core fund should be thereafter utilized and leveraged for raising further resources from the market at competitive spreads.

48. It was felt that the management of the global drug facility should not lead to additional financial expenses by UNDCP and that it would therefore be efficient if the management of the core fund could be entrusted to a trust to be specially created for that purpose. The trust would be managed jointly by UNDCP, the World Bank and contributing regional development banks.

49. Following the pattern of the Global Environment Facility, the new global drug facility could finance three types of projects:

(a) Projects of a pilot nature that would be easily replicable, having a multiplier or "catalytic" effect; such projects could be financed by way of grants from the facility;

(b) Projects that could be undertaken by countries to be financed through loans from the new facility, with recipient countries giving a sovereign guarantee for servicing the debt;

(c) Projects financed by a combination of both loans and grants that would "soften" the debt liability of the recipient countries.

50. The creation of the global drug facility and the financing modalities described above would substantially augment the finances of UNDCP and enable it to sustain a high level of operational activities, a level commensurate with the diversity and scale of the programmes required for effective action in the field of drug control.

51. The Secretary-General of the United Nations and the Executive Director of UNDCP should be invited to engage in immediate dialogue with the World Bank and other regional development banks, as well as member States of those banks, in order to firm up the proposals in time for them to be submitted in a report to the Commission at its forty-second session. The Executive Director should appoint a core group of three advisers to facilitate his interaction with the banks and member States, thereby enabling the preparation of detailed proposals for the constitution and implementation of the global drug facility.

VI. GOVERNANCE OF UNDCP

52. The Commission was called upon to address itself to a broad spectrum of complex and sensitive normative and operational issues. The Commission was expected to provide policy guidance to UNDCP, to serve as its governing body and approve the Fund budget, to serve as the principal United Nations policy-making body on drug control issues and to follow up on the relevant resolutions and decisions of the General Assembly and the Economic and Social Council. The Commission was also a forum for member States directly affected by the drug problem, represented by law enforcement specialists, diplomats, social scientists, health and medical professionals and representatives of the judiciary.

The Commission on Narcotic Drugs as governing body of UNDCP

53. When the General Assembly in its resolution 46/185 C of 20 December 1991, section XVI, decided to establish, as from 1 January 1992, the Fund of UNDCP as a fund for financing operational activities it expanded the mandate of the Commission to enable it to operate as the governing body of UNDCP. Thus, in addition to providing policy guidance to UNDCP, the Commission was entrusted with administrative and budgetary functions related to the biennial programme budget of the Fund of UNDCP. Membership of the Commission expanded to 53 States. That broadened its political base while at the same time increasing individual States' interests.

54. In recent years, the trend had been for the Commission to move from a technical entity towards a more political one. That reduced its technical capacity and its ability to provide policy guidance in the technical area. The current work methods of the Commission, particularly the time-consuming general debate, hampered the Commission's ability to deal with substantive matters. Accordingly, the Commission provided little feedback and guidance to UNDCP on its activities and work priorities highlighted in the annual report of the Executive Director. Critical and emerging drug control issues were also not being adequately dealt with, due in part to the manner in which the agenda of the Commission was structured. The situation was undermining the role of the Commission as the principal United Nations policy-making body on drug control.

55. The Commission was aware of its limitations and had been considering how to fulfil its mandate more effectively. As noted in the report of the Office of Internal Oversight Services of the Secretariat on the in-depth evaluation of UNDCP (E/AC.51/1998/2, para. 63), in 1996 the Commission had observed that due consideration should be given to measures designed to improve the governance of the Programme, for instance by establishing a special governing body in which both donor and recipient countries could together provide policy guidance and make decisions on the activities of the Programme. The Office of Internal Oversight Services had recommended that UNDCP should propose to the Commission at its forty-second session procedures for obtaining inter-sessional legislative guidance to deal with changing circumstances and funding problems in order to enhance the ability of UNDCP to implement programmes in agreement with mandated priorities (recommendation 14).

56. The Expert Group identified two key problem areas, the improvement of which would greatly enhance the capacity of the Commission to fulfil its mandate as the governing body of UNDCP and its operational and normative functions. The Expert Group discussed possible changes to the structure of the sessions of the Commission and its agenda.

57. The Expert Group considered that it would be important for ministers to participate in the sessions of the Commission in order to maintain the high political momentum emanating from the twentieth special session of the General Assembly. Regarding the structure of the annual session of the Commission, the Expert Group found that it was neither focused nor cost-effective. As for the agenda, the Expert Group found that it led to a fragmented consideration of the drug issue, thereby

undermining the direction and guidance that the Commission should provide to UNDCP and the leadership to the international community in dealing with the drug problem.

58. To overcome the weaknesses in those two main areas, the Expert Group proposed a reorganization of the annual session of the Commission into three different segments: normative, ministerial and operational.

59. During the ministerial segment, the discussion would focus on one specific theme each year. The ministerial segment would maintain the political momentum achieved at the twentieth special session of the General Assembly. It would be organized in such a way as to ensure the participation of relevant ministers responsible for the different aspects of the multidimensional drug problem. The ministerial segment should focus on a special theme dealing with one of the aspects of the multifaceted drug problem. The outcome of its deliberations would be covered in a succinct action-oriented summary by the Chairman of the Commission.

60. During the normative segment, the discussion would focus on reports and decision-making related to the fulfilment of the treaty functions and mandate of the Commission.

61. The operational segment would constitute a well-focused debate on operational activities leading to an assessment of progress and recommendations for future action.

62. The proposed restructuring would not entail lengthening the sessions of the Commission. All three segments could be accommodated within the length of time currently available for the sessions of the Commission.

63. The Expert Group also identified the need for inter-sessional guidance and proposed the establishment of an extended bureau to initiate and monitor the follow-up to the resolutions and decisions of the Commission and to prepare for the three segments of its sessions. The establishment of the extended bureau was not expected to lead to additional expenses, provided it remained informal and generally required no more documentation than the Secretariat would in any case produce for the Commission.

VII. INTER-AGENCY COOPERATION AND COORDINATION

64. The General Assembly, in its resolution 44/141 of 15 December 1989, had requested the Secretary-General to coordinate at the inter-agency level the development of a United Nations system-wide action plan on drug abuse control, aimed at the full implementation of all existing mandates of intergovernmental bodies throughout the United Nations system. In addition, the General Assembly, in its resolution 45/179 of 21 December 1990, had requested the Secretary-General to create a single drug control programme, to be called the United Nations International Drug Control Programme, and had invited the Secretary-General to appoint a senior official to head

the Programme, with the exclusive responsibility for coordinating and providing effective leadership for all United Nations drug control activities. The legislative and other bodies with which UNDCP interacted in the discharge of its mandate included: the Commission on Narcotic Drugs, INCB, the Economic and Social Council, the General Assembly (Third Committee), the Advisory Committee on Administrative and Budgetary Questions (ACABQ), the ACC Subcommittee on Drug Control, the informal donors' meetings and relevant agencies and programmes of the United Nations system.

65. The Expert Group found that, despite those attempts to expand the sphere of United Nations drug control activities throughout the United Nations system, drug control was only rarely dealt with by governing bodies of United Nations agencies and programmes. The System-wide Action Plan had yielded few, if any, results. The trend was for most of the agencies of the United Nations system to regard their participation in the System-wide Action Plan as giving them access to UNDCP funds for their drug control activities, rather than integrating drug control issues into their own programmes and budgets. Currently 40 per cent of allocations from the Fund of UNDCP were provided to agencies of the United Nations system for drug control activities. The System-wide Action Plan was only useful for the agencies participating actively in the exercise, facilitating agreement on problem definition and on the main goals to be pursued within the United Nations system.

66. Several attempts had been made to update the System-wide Action Plan, which had failed to develop into a mechanism for inter-agency cooperation within the United Nations; its exclusively "top-down" approach to planning had not been conducive to joint coordination of activities. The catalogue of projects and activities covered in System-wide Action Plan were generally divorced from the actual planning, programming and budgetary processes of the agencies concerned, including UNDCP. The System-wide Action Plan had little chance of ever becoming a true plan, since each agency had its own planning, programming and budgetary process. The Expert Group endorsed the recommendations contained in the evaluation of the System-wide Action Plan by UNDCP and called for their rapid implementation in order to make the System-wide Action Plan viable.

67. In assessing the relationships of UNDCP with other United Nations agencies and programmes and its mandate to gain support for drug control activities throughout the United Nations system, the Expert Group focused particularly on UNDP, because of its role as coordinator and catalyst in the United Nations system and its global network of resident representatives. The Expert Group found UNDP support generally lacking and considered that joint work between UNDCP and UNDP should be substantially improved and expanded in order to produce results, as had been called for by the General Assembly at its two special sessions devoted to the drug problem. The Expert Group felt that member States needed to give higher priority to drug control in the strategy and practical work of the United Nations.

68. One problem was that UNDP did not participate regularly in inter-agency meetings involving the System-wide Action Plan. Despite the strong support of its senior management, cooperation at

the field level had been inconsistent. While it had cooperated in isolated projects, UNDP had not included the drug issue in a systematic manner in its work programme, particularly in integrated rural development and poverty eradication.

69. The Expert Group noted the positive cooperation and work involving UNDCP and several other United Nations agencies and programmes, in particular ILO, UNICEF, WHO and UNAIDS. The Expert Group found that stronger cooperation should be encouraged between UNDCP and the Office of the United Nations High Commissioner for Refugees (UNHCR), the United Nations Volunteers (UNV), the World Food Programme (WFP), UNESCO, the International Fund for Agricultural Development (IFAD) and the World Trade Organization (WTO). UNDCP efforts in alternative development, drug abuse education, demand reduction and countering money-laundering could all be considerably enhanced if those agencies and programmes showed greater will and more serious commitment to deal with the world drug problem.

70. The Expert Group recognized the need for a mechanism to stimulate relevant agencies to include drug control activities in their programme of work, particularly at the field level. The Expert Group reviewed the objectives established by the Secretary-General in his reform measures on development operations at the country level. An important goal was the formulation of a United Nations Development Assistance Framework (UNDAF) with common objectives and time-frame for the United Nations programmes of assistance. The Expert Group considered that UNDAF and the resident coordinator system were adequately suited to ensure the mobilization of other agencies for drug control at the field level. The "bottom-up" approach, the involvement of recipient countries, would contribute to that process. The Expert Group noted with concern, however, that attempts to have drug-related indicators included in the UNDAF exercise had not been successful.

Evaluation

71. UNDCP presented to the Expert Group the outcome of thematic and project evaluations. The Expert Group welcomed the inclusion of performance benchmarks and indicators in the projects.

72. The evaluation reports reflected a high rate of success in terms of being implemented according to set benchmarks. It was, however, difficult to appreciate the long-term impact and sustainability of the projects and programmes on the drug situation at the country or regional level. Also, evaluations did not cover the sustainability of programmes following the termination of a given project. The Expert Group was of the view that conditionalities to ensure long-term sustainability of programmes by recipient countries should be included in technical assistance projects.

73. The Group considered that UNDCP should endeavour to evaluate the impact of its technical assistance activities. It was mentioned that a methodology for impact evaluation might be developed; the methodology would have to include suitable benchmarks, and high-level experts from outside UNDCP should be used to ensure the credibility of the exercise.

VIII. INTERNATIONAL NARCOTICS CONTROL BOARD

74. The Expert Group recognized that the effective implementation of the Single Convention on Narcotic Drugs of 1961 and the Convention on Psychotropic Substances of 1971 depended to a considerable extent on the smooth operation of the monitoring functions of INCB. The same held true for the role of INCB in precursor control pursuant to article 12 of the 1988 Convention.

75. The Expert Group noted that INCB had identified some deficiencies and inadequacies in the provisions of the 1961 and 1971 Conventions requiring amendments that would help further improve international drug control measures. Some of the measures proposed by INCB had subsequently been adopted by the Economic and Social Council. The Expert Group agreed that their implementation was desirable. It felt that the parties to those conventions should decide on introducing the required amendments.

76. With the adoption of the 1988 Convention, a technically distinct responsibility was assigned to INCB under article 12 of that Convention. The Expert Group felt that the new and important mandates and technical requirements of INCB made it essential to have an increased allocation of resources. The Expert Group considered that Member States should take fully into account the expertise needed by INCB to ensure the effective discharge of its mandates.

Communication

77. The Expert Group considered public perception of the world drug problem, in particular public awareness of the international efforts in the struggle against illicit drugs. The Expert Group noted that, while drug abuse, drug trafficking and the criminality connected to the drug problem were in most countries perceived as one of the main threats to security, the public was less aware of the fact that illicit drugs were a global problem that could no longer be solved by national efforts alone. The Expert Group concluded that the public's scepticism about the possibility of reducing and eventually solving the drug problem was to a large extent the result of a lack of information about the steps initiated and coordinated on the international level by UNDCP and other United Nations entities dealing with illicit drugs. Accordingly, the communication strategy to be developed should reach out to specific target groups and better publicize the work of UNDCP. In addition, the communication strategy should be conceived as a tool for fund-raising.

Annex I

LIST OF PARTICIPANTS

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Annex II

LIST OF DOCUMENTS AND PRESENTATIONS

Documents

Report of the Executive Director on the activities of the United Nations International Drug Control Programme (E/CN.7/1998/2)

Note by the Secretariat on the coordination on drug control activities within the United Nations system (E/CN.7/1998/5)

Note by the Executive Director on the revised draft financial rules of the Fund of the United Nations International Drug Control Programme (E/CN.7/1998/6)

Letter dated 19 February 1998 from the Chairman of the Advisory Committee on Administrative and Budgetary Questions to the Secretary-General on the revised draft financial rules of the Fund of the United Nations International Drug Control Programme (E/CN.7/1998/8)

Monitoring of the United Nations System-wide Action Plan on Drug Abuse Control and other coordination matters (E/CN.7/1998/CRP.2)

Report of the Executive Director on the activities of the United Nations International Drug Control Programme (E/CN.7/1997/2)

Report of the Executive Director on the activities of the United Nations International Drug Control Programme (E/CN.7/1996/2)

Report of the Office of Internal Oversight Services on the in-depth evaluation of the United Nations International Drug Control Programme (E/AC.51/1998/2)

United Nations International Drug Control Programme, Evaluation of the United Nations System-wide Action Plan on Drug Abuse Control: Evaluation Report (Vienna, 1998)

United Nations International Drug Control Programme, Project Evaluation Plan 1997: Annual Report on Evaluation Activities (Vienna, 1998)

Fund of the United Nations International Drug Control Programme: financial reports and financial statements

Inventory of mandates arising from the twentieth special session of the General Assembly (document prepared by UNDCP)

The framework for international drug control (document prepared by UNDCP for the meeting)

The contemporary drug situation (document prepared by UNDCP for the meeting)

Presentations

Presentations on the financial and budgetary situation of UNDCP: regular budget and funding from voluntary contributions and their allocations

Presentations on the contemporary drug situation by UNDCP regarding trends in drug abuse and illicit traffic and by the International Narcotics Control Board secretariat regarding the licit market